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Bronte Creek Provincial Park Management Plan Review

Terms Of Reference




Ontario

Ministry of
Natural
Resources

Hon. Vincent G. Kerrio
Minister

Mary Mogford
Deputy Minister



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**TERMS OF REFERENCE
BRONTE CREEK PROVINCIAL PARK MANAGEMENT PLAN REVIEW**

1 Purpose of the Terms of Reference

The purpose of this terms of reference is to:

- explain the rationale for initiating a review of the 1972 Bronte Creek Provincial Park Master Plan
- outline a proposed planning program for the review and revision of the plan
- identify the staff and other resources required for the planning process.

2 Background

In 1971 the Ontario government approved a proposal to establish a major near-urban provincial park on Bronte Creek just north of the Queen Elizabeth Way. The park was intended to provide year-round day use recreation opportunities for the large urban populations of southern Ontario.

A citizens' advisory committee was established in early 1972 to guide the planning for the park. A park master plan (now called a management plan) was completed in August of that year, following an extensive public consultation program.

A five-year review of the master plan was carried out in 1977-78 by a consultant, however, no formal decisions were made regarding the recommendations made by the consultant.

This plan review has been initiated for the following reasons:

- experience and knowledge gained through operating the park should be incorporated into the plan
- the plan should consider the development patterns of the surrounding areas
- the plan should reflect a more realistic appraisal of probable funding
- the plan should ensure the adequate protection of the natural values which have been identified through additional research
- changing demands for public recreation must be considered.

3 Planning Team

The planning team will be responsible for providing general guidance for the planning process. The planning team will directly prepare the terms of reference, and will guide and monitor the following phases of planning. The planning team will meet approximately monthly and/or when decisions are required.

The planning team will be composed of:

- Superintendent, Bronte Creek Provincial Park
- Resource Liaison Officer, Cambridge District
- Regional Planner, Central Region
- Park Planner (for Bronte project).

The Cambridge District Manager will be an ex officio member of the planning team.

4 Proposed Planning Process

The planning process for provincial parks is outlined in the documents Provincial Parks Management Planning Guidelines - 1983 and Provincial Park Management Planning Reference (fourth draft - October 1986). Because of the age of the existing master plan, and the amount of new information, it is probably appropriate to proceed almost as though a new plan were being prepared. This will involve developing a relatively elaborate planning process, including substantial public consultation.

The four proposed phases for the planning process are:

- Phase 1 - Terms of Reference
- Phase 2 - Background Information and Issues and Options
- Phase 3 - Draft Revised Management Plan
- Phase 4 - Approved Park Management Plan.

These four phases are summarized in Table 1, and are presented in more detail in the following section.

4.1 Phase 1 - Terms of Reference

The Provincial Park Management Planning Reference indicates that terms of reference should contain the following pieces of information:

- reasons for undertaking the plan
- plan area
- membership of the Planning Team
- approach to be used to ensure that integration occurs
- plan production, review and approval schedule
- public consultation and communication strategies.

This document is intended to cover all of these topics.

The planning team prepared the terms of reference and the document was approved by the District Manager and Regional Director. Because of the significance of the park, a presentation outlining the proposed planning process was made to the Director and other appropriate staff of the Provincial Parks and Recreational Areas Branch.

4.2 Phase 2 - Background Information and Issues and Options

Two elements of park planning should be combined in this phase primarily to encourage public involvement. Because the park has been operating for fifteen years and has been previously planned, it is not considered necessary to have a public consultation phase which deals solely with background information.

TABLE 1

BRONTE CREEK PROVINCIAL PARK PLAN REVIEW PROPOSAL SUMMARY

Phase	Topics to be addressed	Products	Public Consultation	Timetable
1. Preparation (Terms of Reference)	<ul style="list-style-type: none"> .identify scope of the planning program .schedule .costs .responsibilities 	<ul style="list-style-type: none"> .terms of reference approved by planning team, District Manager and Regional Director 	<ul style="list-style-type: none"> .public notice should be given as soon as terms of reference is approved: -newsrelease to local papers -mailing to groups, agencies, etc. -notice at park 	April 1987
2. Background Information, Issues and Options	<ul style="list-style-type: none"> .general review and summary of background information .review 1977 Master Plan Review .highlight new information .review park visitation .examine nearby development and assess implications .highlight main issues .present main elements of realistic options 	<ul style="list-style-type: none"> .document summarizing background information, issues and options .tabloid summarizing above .display 	<ul style="list-style-type: none"> .major consultation effort would be at the end of this phase: -distribution of report to key groups and individuals -distribution of tabloid at park, plus direct distribution where appropriate -display at park -hold staffed open house (evening and/or day session) or a public meeting -meetings and presentations .the consultation program will be defined in detail in a communications plan 	April - Sept. 87 consultation carried out over extended period (several months to reach maximum numbers)
3. Draft Revised Management Plan (Alternate title may be necessary for management plan review)	<ul style="list-style-type: none"> .content requirements defined by "Provincial Park Management Planning Reference" 	<ul style="list-style-type: none"> .draft revised management plan .tabloid/fact sheet summarizing the plan 	<ul style="list-style-type: none"> .same as for background information (?) .the consultation program will be defined in detail in a communications plan 	Oct. 87 - March 88
4. Approved Park Management Plan	<ul style="list-style-type: none"> .content requirements defined by "Provincial Park Management Planning Reference" 	<ul style="list-style-type: none"> .approved park management plan 	<ul style="list-style-type: none"> .public notice of approval of plans .distribute copies of plan to individuals and groups who have made a substantial contribution 	April - August 88

Because of the amount of research that has been carried out on the site, it should not be necessary to carry out any additional resources inventory work. The 1983 and 1986 park user surveys should provide valuable information for the market analysis. It will be necessary to research a number of topics, e.g., local development patterns. A background information/issues and options report should be prepared which summarizes the information currently available regarding the park.

The report will address the following major topics:

Regional Context (population, transportation, land uses)
 Existing Land Base
 Existing Park Development
 Inventory/Evaluation of Natural and Cultural Resources
 Market Analysis
 Constraints and Capability Analysis
 Issues
 Options (zoning, development, resource management)
 Evaluation.

Much of the information required for the background information chapters is readily available in existing reports. However, some key topics will require further research or documentation. These topics include:

- a) Regional Context
 - identify existing and proposed development
 - current growth trends
 - municipal planning and Parkway Belt West context
 - examine existing and proposed transportation linkages including trails
- b) Park Development (comparison with master plan)
 - summary of development to date
 - identify those elements of development which vary from the master plan and briefly explain the rationale
 - summarize the elements of the master plan which have not yet been implemented
- c) Natural and Cultural Resources
 - because of the extensive existing documentation the emphasis should be on highlighting the key information and analysing the existing and potential impacts of use of the resources
- d) Market Analysis
 - analyse current patterns of use and compare to original expectations
 - review relationships to other sources of outdoor recreation, in particular the local municipalities
 - review and apply the results of the Burlington Campground Study
 - assess the implications of the projected urban development in the area near the park
 - identify probable trends in recreation demand
 - review the park's appeal to, and success in attracting, a diversity of users (cultural, age, etc.). This may require additional interviews with existing and potential park users.

The background information should be reviewed by the planning team and other ministry staff while the issues and options portion is being completed.

The background information/issues and options document will be approved by the District Manager and the Regional Director before public release.

4.3 Phase 3 - Draft Revised Management Plan

The content and format of the draft revised management plan will be based on the standards outlined in the Provincial Park Management Planning Reference. The plan will cover the following major topics:

- Summary of Significant Issues
- Classification
- Goal
- Objectives
- Boundary
- Zoning
- Resource Management Policies
- Operations Policies
- Development Policies
- Implementation Priorities
- Summary of Public Consultation.

The one addition to the standard format which may be desirable is an appendix which explains the rationale for the proposed modifications to elements of the existing master plan. The recommended maximum length of the plan is 15 pages.

The draft revised management plan must be approved by the District Manager, Regional Director and Director, Provincial Parks and Recreational Areas Branch prior to public circulation.

4.4. Phase 4 - Approved Management Plan

The content and format would follow existing guidelines. If there are few substantial changes between the draft and approved plans, it would probably not be necessary to include the appendix explaining the rationale for the modifications to the existing master plan.

The park management plan will be approved by the District Manager, Regional Director and Director, Provincial Parks and Recreational Areas Branch.

5 Strategies for Ensuring Internal Integration

Bronte Creek Provincial Park has resources which are of interest to a variety of ministry programs. For example, the park contains a demonstration woodlot, the river has an existing fishery with potential for improvement, and the park provides habitat for a variety of wildlife species. Although these resources must be managed to ensure the achievement of parks objectives, it is essential that staff of other programs be involved in the preparation of the plan. The following strategies should be applied to ensure an integrated approach to planning.

- a) The draft terms of reference should be circulated within both the district and regional offices for review and comment. If considered desirable, a presentation regarding the proposed planning process could be made at a district management committee meeting.
- b) As part of the preparation of the background information/issues and options phase, ministry programs will be asked to identify significant resource values within the park, other management plans which provide recommendations for management, and management options which could be considered within the existing park policy framework.
- c) The draft background information/issues and options report, the draft revised management plan, and the approved management plan will be reviewed and approved at both the district and regional level.
- d) Presentations regarding the background information/issues and options report and draft revised management plan should be made to appropriate district staff including park staff.
- e) Staff from other programs should be involved in the public consultation programs at various stages to explain proposals related to vegetation or fish and wildlife management.

6 Public Consultation and Communications Strategies

Because of the heavy use that the park receives, its location within a rapidly developing region, and the substantial public involvement in the preparation of the original plan, it will be necessary to carry out an extensive public consultation program.

The consultation program must be very comprehensive in order to reach:

- municipalities (local and regional)
- interested agencies (e.g., MCC, MTR, Parkway Belt, HRCA, school boards)
- residents near the park
- interest groups (including both park-oriented groups and groups representing existing and potential park users)
- existing park users
- potentially affected businesses.

An effort should also be made to reach potential park users in order to consider a wide range of interests (multicultural, senior citizens, handicapped). In addition, consideration should be given to trying to identify children's perceptions, interests and preferences regarding the park.

The public consultation proposals are outlined in the following sections. The consultation strategy will be elaborated on in a communications plan which would be prepared at the beginning of each planning phase.

6.1 Phase 1 - Terms of Reference

As soon as the terms of reference is approved public notice should be given as follows:

- newsreleases to newspapers (local and regional), radio stations, etc.
- mailing to agencies, interest groups, local politicians (municipal and provincial)
- notices at the park.

These notices should outline the proposed planning process, identify the opportunities for public input and solicit public comments.

6.2 Phase 2 - Background Information/Issues and Options

At the beginning of this phase agencies, municipalities and interest groups would be encouraged to submit comments on the proposed planning process, issues which should be considered, and management options. In particular, it would be desirable to hold an "ideas workshop" which would allow for creative input early in the planning process.

A major consultation program would be carried out at the end of the phase. This consultation program would consist of the following:

- a) circulation of background information/issues and options report
- b) circulation of tabloid
- c) circulation of newsrelease
- d) display at the park
- e) paid advertisement in key local newspapers
- f) staffed open house and/or public meeting
- g) meetings with groups and agencies (some initiated by MNR, others in response to requests).

The report will be published in substantial numbers (350?) and will be circulated to agencies, municipalities, interest groups, politicians and local libraries. The report would be accompanied by a copy/copies of the tabloid and a letter describing the opportunities for participation (e.g., submission of briefs, attendance at open house, meeting with staff).

The tabloid would be published in large quantities and would be distributed at the park and the district office, and at local libraries, information centres and municipal offices.

A display focusing on issues and options should be available in the park from July through September.

Paid advertisements should indicate the availability of the report and tabloid, and invite people to the open house/public meeting.

The open house should be held in early September in order to avoid conflicts with vacations. It may be desirable to combine an afternoon-early evening open house with an evening public meeting.

The ministry should request the opportunity to make presentations highlighting the issues and options to municipal staff and/or municipal councils, and possibly other key groups or agencies. These agencies and groups will be encouraged to submit comments on the background information/issues and options report.

6.3 Phase 3 - Draft Revised Management Plan

The consultation program at the draft revised management plan phase would be very similar to the background information/issues and options phase, and would include the following:

- a) circulation of draft revised management plan
- b) circulation of tabloid/fact sheet
- c) circulation of newsrelease
- e) paid advertisement in key local newspapers
- f) staffed open house or public meeting
- g) meetings with groups and agencies.

In both the plan and tabloid there should be an explanation of how public input from the previous phase was considered.

6.4 Phase 4 - Approved Management Plan

The approved management plan would be distributed to groups, agencies, municipalities and politicians, and to individuals who have participated in the planning program.

7 Planning Schedule Summary

Phase 1	Terms of Reference	Completed April 87
Phase 2	Background Information and Issues and Options	April 87 - Sept. 87
Phase 3	Draft Revised Management Plan	Sept. 87 - March 88
Phase 4	Approved Park Management Plan	April 88 - August 88



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